

UNCLASSIFIED
CONFIDENTIAL

Date Printed: 05/19/1998

DOC_NUMBER: 94KIGALI01434

CHANNEL: n/a

51

CONFIDENTIAL

PAGE 01 KIGALI 01434 01 OF 02 010904Z
ACTION AF-01

RELEASED IN FULL

INFO LOG-00 OASY-00 TEDE-00 ADS-00 ONY-00 SSO-00 /001W
-----36FBAA 010905Z /38

P 010835Z APR 94
FM AMEMBASSY KIGALI
TO SECSTATE WASHDC PRIORITY 6111

C O N F I D E N T I A L SECTION 01 OF 02 KIGALI 01434

STADIS

AF ONLY

E.O. 12356: DECL: OADR
TA4S: KDEM, PHUM, EAID, RW
SUBJECT: ASSESSING U.S. NGO PERFORMANCE UNDER AREAFC

REF: STATE 081874

1. CONFIDENTIAL -- ENTIRE TEXT.

2. EMBASSY KIGALI HAS HAD NO/NO EXPERIENCE WITH
AREAF PROJECT IMPLEMENTATION. HOWEVER, WE HAVE HAD
SOME CONTACT WITH THE PROCESS THAT MAY BE OF INTEREST
TO THE ROUND TABLE ASSESSMENT.

3. KIGALI'S JOINT STATE-AID REQUEST FOR ASSISTANCE
UNDER AREAF (92 KIGALI 3546 -- AUGUST), WHEN
ELECTIONS WERE EXPECTED BY MARCH 1993 TO END A
CONFIDENTIAL

CONFIDENTIAL

PAGE 02 KIGALI 01434 01 OF 02 010904Z
YEAR-LONG TRANSITION PERIOD, WENT UNANSWERED. WE DID
NOT PRESS THE ISSUE, HOWEVER, BECAUSE IT WAS CLEAR BY
LATE 1992 THAT THIS TIMETABLE WOULD SLIP AND A NEW
ONE WOULD BE DEPENDENT ON THE OUTCOME OF PROTRACTED
PEACE NEGOTIATIONS.

4. WE HAVE CONDUCTED AN ON-AGAIN, OFF-AGAIN DIALOGUE
WITH NDI, ONE OF THE AREAF NGO PARTNERS, SINCE THE
FIRST NDI TEAM VISIT IN JUNE 1992. A PARTY-BUILDING
PROJECT CONCEIVED WITH NDI DURING A FIRST VISIT --
PRE-AREAF -- WAS APPROVED FOR FUNDING (DOLS 125,000) IN
OCTOBER 1992 AS AN AREAF PROJECT. THE TIMEFRAME FOR
IMPLEMENTATION, TARGETTED FOR NOVEMBER 1992 TO EARLY
1993, KEPT GETTING PUSHED BACK, HOWEVER, AS THE PEACE
NEGOTIATIONS DRAGGED ON. AS FAR AS WE KNOW, THIS
PROJECT IS STILL ON THE BOOKS. IT IS OUR INTENTION

UNCLASSIFIED
CONFIDENTIAL

Date Printed: 05/19/1998

DOC_NUMBER: 94KIGALI01434

CHANNEL: n/a

51

TO ESTABLISH A NEW TARGET DATE AS SOON AS THE TRANSITION INSTITUTIONS CALLED FOR IN THE AUGUST PEACE ACCORD ARE INSTALLED.

5. DURING NDI'S SECOND VISIT TO KIGALI, IN DECEMBER 1992, WE DISCUSSED WITH THE TEAM NOT ONLY THE PROPOSED PARTY-BUILDING SEMINAR AND ITS TIMING, BUT ALSO THE LARGER PLAN FOR ELECTIONS PREPARATIONS ASSISTANCE UNDER AREAF. NDI EXPRESSED A WILLINGNESS TO CONSIDER BASING A COORDINATOR IN KIGALI, AS REQUESTED IN THE CABLE MENTIONED IN PARA 2, BUT AGAIN, THE DEMOCRATIZATION PROCESS FAILED TO EVOLVE AT THE PACE ANTICIPATED. THIS, TOO, WE WILL WANT TO EXPLORE ONCE A GOVERNMENT IS IN PLACE.

CONFIDENTIAL

CONFIDENTIAL

PAGE 03 KIGALI 01434 01 OF 02 010904Z

6. GIVEN OUR LACK OF EXPERIENCE WITH AREAF AND ITS NGO PARTNERS, WE CANNOT COMMENT ON MOST OF THE ISSUES OUTLINED REFTEL. HOWEVER, THERE IS ONE THAT WE WOULD LIKE TO COMMENT ON: HOW EARLY TO GET INVOLVED AND THE CRITERIA UPON WHICH THESE DECISIONS SHOULD BE BASED.

BUILDING ACTIVITIES SHOULD BEGIN AS SOON AS POSSIBLE ONCE MULTIPLE PARTIES EXIST. THE TRAINING SHOULD NOT BE LIMITED TO HOW-TO INFORMATION (WHICH ALL THE PARTIES IN RWANDA ERRONEOUSLY BELIEVED THEY ALREADY KNEW FROM THEIR ONE PARTY EXPERIENCE). IT SHOULD ALSO BE ABLE TO ADDRESS INTERPERSONAL RELATIONS, RESPECT FOR THE IDEAS OF OTHERS, ACCEPTING LOSSES, AND DEALING WITH THE INABILITY TO CONTROL OUTCOMES IN A DEMOCRATIC PROCESS. NDI RESPONDED SKEPTICALLY TO THIS TYPE OF APPROACH AND ESSENTIALLY DECLINED TO CONSIDER IT IN THEIR PROJECT. THESE NOTIONS ARE ESSENTIAL TO THE PROCESS; AND IF RWANDAN POLITICAL LEADERS HAD BEEN MORE ENDUED, WE MIGHT HAVE INSTALLED TRANSITION INSTITUTIONS BY NOW.

8. THE LATEST CABLE DESCRIBING THE CURRENT INTERESTS OF AREAF PARTNERS SUGGESTS THAT THE FOCUS IS SHIFTING TO POST-ELECTION CONSOLIDATION. THIS IS CLEARLY IMPORTANT, BUT ELECTIONS SHOULD NOT BE THE SOLE CRITERIA FOR ASSISTANCE. EQUALY IMPORTANT IS THE ABILITY OF THE GOVERNMENTAL INSTITUTIONS TO FUNCTION ACCORDING TO DEMOCRATIC PRINCIPLES AND NORMS. UNLESS THE DEMOCRATIZATION PROCESS IS ENTRENCHED IN THE INSTITUTIONS, ELECTIONS MAY HAVE EPHEMERAL RESULTS.

CONFIDENTIAL

CONFIDENTIAL

UNCLASSIFIED
CONFIDENTIAL

Date Printed: 05/19/1998

DOC_NUMBER: 94KIGALI01434

CHANNEL: n/a

5

PAGE 04 KIGALI 01434 01 OF 02 010904Z
9. RWANDA HAS PUT POPULAR ELECTIONS AT THE END OF ITS TRANSITION PROCESS, NOT THE BEGINNING. BETWEEN THE INSTALLATION OF THE TRANSITION GOVERNMENT AND NATIONAL ASSEMBLY, WHERE MEMBERSHIP IS DETERMINED ACCORDING TO A PARTY-BASED FORMULA WORKED OUT AT THE PEACE TALKS, THE PEACE ACCORD CALLS FOR AN OVERHAUL

CONFIDENTIAL

NNNN

CONFIDENTIAL

PAGE 01 KIGALI 01434 02 OF 02 010905Z
ACTION AF-01

INFO LOG-00 OASY-00 TEDE-00 ADS-00 ONY-00 SSO-00 /001W
-----36FBB9 010905Z /38

P 010835Z APR 94
FM AMEMBASSY KIGALI
TO SECSTATE WASHDC PRIORITY 6112

C O N F I D E N T I A L SECTION 02 OF 02 KIGALI 01434

STADIS

AF ONLY

E.O. 12356: DECL: OADR
TA4S: KDEM, PHUM, EAID, RW
SUBJECT: ASSESSING U.S. NGO PERFORMANCE UNDER AREA

OF RWANDAN POLITICAL CULTURE. DURING THE TRANSITION, IT IS ESSENTIAL THAT THE GOVERNMENT AND THE ASSEMBLY FUNCTION IN A WAY THAT ALLOWS FOR THE GIVE AND TAKE THAT CONSTITUTE THE DEMOCRATIC PROCESS.

10. RWANDANS HAVE ALREADY DEMONSTRATED AN EAGERNESS TO LEARN. A RECENT CONSULTANT, HERE TO LOOK AT WAYS TO HELP STRENGTHEN THE LEGISLATIVE PROCESS UNDER OUR USAID DEMOCRACY INITIATIVES IN GOVERNANCE (DIG) PROJECT, SPENT LITERALLY HOURS AND HOURS TALKING WITH DEPUTIES-DESIGNATE OF ONE GROUP (THE RPP) ABOUT HOW TO MAKE THE TRANSITION ASSEMBLY WORK. HELPING THESE

UNCLASSIFIED
CONFIDENTIAL

Date Printed: 05/19/1998

DOC_NUMBER: 94KIGALI01434

CHANNEL: n/a

50

CONFIDENTIAL

CONFIDENTIAL

PAGE 02 KIGALI 01434 02 OF 02 010905Z
INSTITUTIONS FUNCTION WITHIN THE NORMS OF DEMOCRATIC
PRACTICE AND KEEPING THEM PROGRESSING TOWARDS FAIR
ELECTIONS. THUS, WE WOULD SUBMIT, STRENGTHENING
INSTITUTIONS OF GOVERNMENT -- WHETHER BEFORE OR
AFTER ELECTIONS -- IS CRITICAL.

RAWSON

CONFIDENTIAL

NNNN

*** Current Handling Restrictions *** ONLY, STADIS
*** Current Classification *** CONFIDENTIAL